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The advent of the Education Professions Development Act (EPDA) provides hope and impetus for dramatic steps to be taken in redesigning the education profession. To contribute substantially to solving the major problems of educational manpower, school organization, and governance of the profession, the National Commission on Teacher Education and Professional Standards (NCTEPS) must reexamine its directions and emphases in light of changing problems. The problems of educational manpower include not only those of supply of personnel, but also of who is attracted to the profession, how entrance is arranged and controlled, why people stay or leave, etc. It is time to reorganize schools and to differentiate staff roles so that personnel can be deployed in ways which will make optimum use of interests, abilities, and commitments and afford teachers greater control of their own professional interests. And it is time to establish a variety o f categories of teaching personnel providing career patterns which encourage them to proceed with their own professional training and development. Such changes need to be accompanied with appropriate efforts to secure their basis in law. The governance of the profession should be undergirded by legislation and policies for the protection of rights and responsibilities as well as by machinery to deal with malpractice, unethical performance, and other forms of professional and legal violation. (JS)

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REDESIGNING THE EDUCATION PROFESSION

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REDESIGNING THE EDUCATION PROFESSION

Introduction

The events of recent years dramatize the need for a new concept of the education profession.[1] In its present state, the profession cannot deal adequately with the demands placed upon it. It can neither provide the kind and quality of service required in American schools nor assure its own growth and development. The indictment is of the profession as an entity rather than of educators as individuals. It is amply clear that the American teacher is caught up in a system in which he has very little control over establishing his own priorities, even though he is a central figure in the teaching-learning process. To facilitate more effective deployment of teacher talent and to ensure a better quality of instruction for children, the idea of "The Teacher and His Staff" was born.

> The job of the teacher has become unmanageable. The self-contained teacher and the self-contained classroom and the self-contained school are obsolete. No single individual has the competence, energy, and time to deal effectively with all the responsibilities assigned to one teacher. No teacher can afford to operate in the isolated and insulated fashion which has characterized many self-contained classrooms. No school can remain vital and dynamic or up to date if its staff is out of touch with the community and the rest of the educational world. A progressive, affluent society cannot tolerate or afford teachers or schools that try to go it alone without the help and stimulation of colleagues.[2]

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[1]Because the concern here is with all personnel in the school, it is more accurate to use the term education profession than teaching profession.

[2]National Education Association, National Commission on Teacher Education and Professional Standards. Prospectus (for the Year of the Non-Conference). Washington, D. C.: the Association, 1966. p. 1.

It is time to reorganize schools and to differentiate staff roles so that personnel can be deployed in ways which will make optimum use of interests, abilities, and commitments and afford teachers greater control over their own professional interests. And it is time to establish a variety of categories of teaching personnel, with career or senior teachers as the leadership corps of the teaching segment of the profession.

The advent of the Education Professions Development Act (EPDA), which the National Commission on Teacher Education and Professional Standards (NCTEPS) had a large part in shaping, provides hope and impetus for dramatic steps to be taken in redesigning the education profession. A number of TEPS goals are consistent with projects that are possible under the EPDA. The infusion of massive amounts of federal money to support these ideas could be a great boon. However, it could also render some TEPS purposes and programs less effective as the U. S. Office of Education increasingly controls a reward system which may bypass education associations. Accordingly, the NCTEPS and state TEPS commissions will be reexamining roles and programs in order to make their actions the most relevant and effective in influencing whatever develops under the EPDA. It will be important to consider how EPDA and TEPS activities relate, where TEPS supports and facilitates, where it reacts and criticizes, in short, what new roles it should play. TEPS should not neglect professional development because the EPDA now includes it. But TEPS will need to assume a different posture from what was necessary when it was almost alone in promoting teacher education and professional standards.

For all of these reasons, reexamining directions and emphases for the NCTEPS is urgent at this time.

The notion of a profession in education is so complex that no one deals with all of its elements in a sufficiently comprehensive way. Indeed, it is

only now beginning to be viewed as an evolving entity. There have been many piecemeal efforts to improve specific elements. For example, TEPS has worked long with the certification of teachers, the nature and substance of preservice preparation, the continuing education of teachers, the assignment and misassignment of teachers, and the development of professional practices and standards acts. The New Horizons report[3] was a major attempt to develop a rationale for teaching as a profession.

The purpose of this paper is to explore several major problems of the education profession, the solution of which is essential to the profession and to the public welfare--problems which TEPS (national, state, and local) can contribute substantially to solving. The order of topics has been established by the logic of problems the profession faces; it does not suggest priority.

Educational Manpower

"Educational manpower" includes not only the problem of supply of personnel but also the problems of who is attracted to the education profession, how entrance is arranged and controlled, why people stay in or leave the profession, how and whether educational manpower problems can be planned and controlled, the effect of a rapidly changing complement in the profession, and how able, well-prepared practitioners can be kept in teaching.

The basic concern in educational manpower is the supply of and demand for teachers. Accurate data need to be continuously maintained on the number and kinds of teachers graduated from colleges and universities each

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[3]Lindsey, Margaret, editor. New Horizons for the Teaching Profession. Washington, D. C.: National Commission on Teacher Education and Professional Standards, National Education Association, 1961.

year, the number who actually teach after graduation, how long they stay, and how many of those who leave eventually return to teaching. Data should also include information on the current population of teachers in service, the numbers working in various subject fields and grades, their certification status, levels of preparation, and fields of specialization. Data are also needed on qualified teachers who are not employed and on the number of these people who could be attracted back or who intend to return to teaching. There is no shortage of people who are prepared to teach. But there is a shortage of such people who will teach under existing conditions.

Some of the above data are available now, and the EPDA provides for annual manpower studies which will supplement the NEA supply and demand and other such reports. Information will be of little value, however, if it is merely collected. Some groups, possibly TEPS and the NEA Research Division, should analyze and interpret present and promising data, asking such questions as: What predictions are possible? What plans should be made? Can supply and demand problems be more controlled? Should they be?

The U. S. Office of Education has predicted that by 1975, more teachers will be reentering the profession than beginning in it. What needs to be done in teacher re-education for those returning to the profession? Should teachers with interrupted service be screened in some special way? How can teachers be updated on an individual basis so that performance potential rather than semester hours becomes the criterion for readmittance?

Froompkin (USOE) predicts that by the mid-seventies the teacher shortage will be over. This prediction has been made before. If it is valid, what are the implications for teaching? Can professional status be protected if employment becomes scarce? Who will ensure objective screening, develop criteria for identifying the adequate teacher, and support fair employment practices?

It is known that the major supply of teachers comes from the upper-lower and lower-middle classes. One of the easiest avenues to upward mobility in economic status is preparation to teach, which provides upward social mobility. Most teachers, therefore, are said to be nouveau. They may be neophytes in both a new subculture and a new profession. The critics have noted that many teachers have not lived long or intimately within a rich, full "culture." For this group, a college education may be only skin deep. And the reasoning follows that if an education is to be all-pervading so that it affects values and personal behavior, in-depth humanizing must take place on the job during the beginning years and continuing throughout a career. This is characteristic of some other professions also, but is the education profession equipped to deal effectively with the problem?

There is need for more and better data related to reasons for which people leave or stay in teaching. What provisions are needed for transition from college study to full practitioner responsibility? New teachers often are assigned the same or even more difficult responsibilities than experienced professionals, and they find teaching oppressive. The way beginning teachers are treated influences the nature and structure of the profession. Such treatment also influences the role and self-concept of the experienced teacher. When the job of the teacher remains essentially the same throughout his career, there is little to which he can aspire except perhaps promotion into administration or some other nonteaching assignment. In the present circumstance, the experienced teacher earns little in recognition which is not enjoyed by the beginner. Experience, advanced training, and superior competence yield little reward. They are seldom acknowledged by assignment to more difficult and prestigious responsibilities in teaching. This situation relates importantly to the way education is presently organized.

The present arrangement and control of entry into the profession are additional circumstances which influence educational manpower. Almost the only way a person can enter teaching is by attending and graduating from college, usually between the ages of 17 and 23. The assumption seems to be that career choice is made exclusively at this age in life. Almost all jobs in education other than teaching require teaching as a prerequisite. Consequently, all sorts of administrators and special service personnel, college professors of education, guidance counselors, and personnel workers are expected to come from the teaching ranks. The degree to which this denies to education outstanding people who have not prepared to teach has yet to be studied.

The single-entry, one-route arrangement in education is no longer defensible. Few if any alternatives are afforded would-be teachers. Initial certification is determined almost entirely on the basis of college courses completed. Theoretically, certification is designed to insure the public against inept practitioners; but seemingly, it has little to do directly with quality of performance. The overemphasis on initial certification tends to support the false assumption that the beginning teacher is a finished product and thus should be treated and assigned as an experienced practitioner.

Because of the huge group of transients who flow in and out of the profession, it is difficult to get serious, long-range attention by a substantial proportion of educators to the problems of instability created by massive changes in membership. While it is true that there are many transients in education, the career professional should set standards for educators. The medical and military professions also have many transients, yet the career professionals set standards and maintain programs.

The lack of career patterns in teaching is ironic because it is caused in large part by noncareer people who lack the incentive to plan and support

the idea. Yet the very absence of career patterns is one major reason why it is difficult to attract and keep able, career-oriented people.

Manpower for education will remain a problem even if supply becomes adequate. The problem is more complicated than merely teacher supply. If, as has been suggested, the shortage of teachers disappears in a few years, it is imperative that the profession anticipate a variety of new issues in the improvement of standards. On the other hand, if instead of a general teacher shortage there develops a shortage of people who will teach under existing conditions, raising standards may be one important way to reduce the drop-out rate. Most everyone in education will respond to improved professional standards and conditions of work.

In addition, the profession must now be concerned about a greater variety of educational personnel, including various categories of teachers, paraprofessionals, and administrators. The categories of teachers include more than subject and level. Broader differentiation of teacher roles is clearly a trend which will continue to develop, and it must be recognized in educational manpower studies and predictions.

The Organization of Schools

The very way schools are organized often works against good teaching. Educational personnel find themselves trapped in a dysfunctional system. Red tape, rigid schedules, and misuse of educational talent rob teachers of opportunities for self-fulfillment and control over their own priorities. A teacher who teaches in such a climate is deprived of the kind of intrinsic motivation and satisfaction without which there can be no true profession. To facilitate liberating the teacher, the concept of differentiated staff should be studied as one possible avenue to greater teacher effectiveness.

The full scope of the manpower problems in education, the trends in the preparation of educators (which includes gradual induction into professional roles), and the idea that assignment should be made in terms of interest, aptitude, ability, commitment, and difficulty of task support the theory that roles of educators in schools should be differentiated.

A differentiated staff would include not only teachers but a variety of special service personnel, subject matter specialists, administrators, student teachers, interns, people from other professions, craftsmen, and paraprofessionals such as teacher aides.

The differentiated staff idea promises to provide an opportunity to structure a school faculty so that personnel are encouraged to proceed with their own professional training and development to prepare for increased responsibility and status as teachers with accompanying increases in compensation. Such structure and organization could provide career patterns.

Models of differentiated staffing vary widely. It will probably never be valid to promote one scheme of organization. The literature on "The Teacher and His Staff"[4] has called attention to the Head Start and Trump models. Others have been developed by Allen,[5] Edelfelt,[6] Joyce,[7] and McKenna.[8] These

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[4]Edelfelt, Roy A. "The Teacher and His Staff." NJEA Review 40: 15, 32-34; February 1967. Same: New York State Education 5: 16-19; October 1967.

[5]Allen, Dwight W. A Differentiated Staff : Putting Teaching Talent To Work. Occasional Papers/No. 1. Washington, D. C. : National Commission on Teacher Education and Professional Standards, National Education Association, 1967.

[6]Edelfelt, Roy A. "A Possible Dream: A New Education and New Models of Teachers." The Teacher and His Staff: Differentiating Teaching Roles. Report of the 1967-68 Regional TEPS Conferences. Washington, D. C.: National Commission on Teacher Education and Professional Standards, National Education Association, 1969. pp. 109-20.

[7]Joyce, Bruce R. The Teacher and His Staff: Man, Media, and Machines. Washington, D. C.: National Commission on Teacher Education and Professional Standards and Center for the Study of Instruction, National Education Association, 1967.

[8]McKenna, Bernard H. School Staffing Patterns and Pupil Interpersonal Behavior: Implications for Teacher Education. Burlingame: California Teachers Association, 1967.

models serve as illustrations of what is possible and to convey what is meant by differentiation of staff. In most of them the precise nature of teacher tasks has not been developed. It may be that this should be done at the local level because the nature of performance is dependent in part on situation; also, the way a staff is deployed must depend, in the final analysis, on the goals of the local educational program.

There are several arguments for the idea of differentiated staffing. The following can be cited.

A differentiated staff:

1. can provide for better use of teacher abilities.
2. can provide a professional setting in which personnel complement and stimulate each other.
3. can provide more flexibility in the use of teacher time and talent, school facilities, and resources for learning.
4. can provide for learning to teach on the job.
5. can provide better and more systematic evaluation of professional performance.
6. can provide a more individualized school program.
7. can recognize responsibility levels and relate them to salary.
8. can provide an adequate salary range to attract and hold many categories and levels of educational personnel.
9. can make possible career patterns in education.
10. can provide for dealing more realistically with the manpower dilemma, i.e., the huge transient group, the lack of holding power, promotion out of the classroom.
11. can provide an organization for an effective link with colleges and universities.
12. can provide for increased teacher involvement in decision making.

In order to provide incentive for breaking out of old molds and reaching out among the possibilities of what a school staff might become, one illustration of the differentiated staff notion is sketched below.

At the top of the teaching category one might find a small corps of managers and organizers of learning. These would be people who spend considerable time diagnosing learning problems and possibilities of individual students and groups of students, planning and prescribing (with constant feedback) the kinds of learning activity students participate in, and orchestrating people and resources for learning. The latter might include assigning specialists in various fields of knowledge to particular short- or long-term jobs. Specialists would know less about managing learning than managers but would have special knowledge and skill in particular areas. In many instances, specialists would work closely with managers to put together the substance of learning and the procedure for learning. Much as the National Training Laboratories have specialized in procedures of group interaction, managers would specialize in arranging and facilitating learning. Managers, however, would be more than that. They would, at some time in their careers, have specialized in an area of knowledge. They would be expert in viewing and interpreting the role of the school in society as well as skilled in using a variety of professional educators, professionals in other fields, technicians, student teachers, interns, and paraprofessionals in planning curriculum and instructional approaches and in manning the educational enterprise.

Teachers in several categories, some serving in capacities quite similar to present school faculties, would be part of teams or groups working with the managers of learning. Some teachers would be in the developmental stage of a career pattern, with aspirations to eventually become managers of learning.

Other teachers, because of interests, aptitudes, and commitments, would plan to stay in the role of team member.

All beginning teachers--regular graduates of teacher-training institutions--would serve an internship, usually a year in length. The second and third years of service--the pretenure period--would be conceived of as a residency. These first three years of service (internship and residency) would involve extensive analysis and evaluation of performance and would be considered a part of the pre-full professional service period. Colleges and universities would extend their responsibility for graduates into the beginning years of teaching, sharing in the continued professional education of their own students and graduates of other teacher education institutions.

There would be a level of professional service for all interested, educated people (possibly determined by a college education) who would serve one, two, or several years as special interns or assistant teachers (under the tutelage of managers of learning) as a part of their own education and as a part of their service to society. Some of these people might choose to become teachers but they might also consider the teaching stint as a time to learn by teaching, a time to reflect, a time to view the stages of life, and a time to prepare for parenthood.

There would also be provision for people to work in schools or educational programs at a variety of points in life. A mother with grown children, a businessman looking for a more satisfying career in middle age, an accomplished artist or musician, or a clergyman are examples of the kinds of people who might enter teaching at points other than that of the typical beginning teacher. Teacher training on the job and in conjunction with colleges and universities would prepare such people, providing other routes to teacher training.

The above illustration challenges the present system of teacher education. It suggests that college might not be the only route to a teaching career. It suggests that a variety of systems, timetables, and entry points might be provided for teacher preparation and that many in our population might benefit from and contribute to experience in working with young people. It also suggests the desirability of developing a corps of topflight professionals as the nucleus of the teaching staff segment of the education profession, a group with status, stature, and superior expertness who would be compensated at the level of senior professionals in law, medicine, and business.

However, new arrangements for the structure and organization of school staffs should not be introduced as if answers were final. Differentiating staff roles should be an experiment to seek better school programs, a more viable and attractive profession, and greater commitment of members to build a strong, mature profession. More theory, operating models, test and tryout, and rigorous evaluation are necessary before attempts are made to institutionalize this suggested structure and organization of the school and the profession.

Governance of the Profession

If the profession is to change radically, as has been suggested, it is timely to accompany such changes with appropriate efforts to secure their basis in law.

The governance of the education profession should be undergirded by legislation and policies for the protection of rights and responsibilities as well as by machinery to deal with malpractice, unethical performance, and all other forms of professional or legal violation. If the profession is to achieve autonomy, a number of legal and policy provisions are essential. These laws and policies must include provisions for benefits and protection; for

the establishment of official agencies, boards, or commissions; and for mechanisms to develop processes of governance. For example:

Benefits and protection
- academic freedom
- tenure
- leaves
- retirement
- minimum salary
- public financed liability insurance (Save Harmless Law)
- tax-sheltered annuities
- personnel policies
- certification

PROCESSES AND MECHANISMS FOR IMPLEMENTING BENEFITS AND PROTECTION

Processes	Mechanisms To Develop Processes
accreditation	state boards of education
professional certification	professional standards boards
codes of ethics	professional practices commissions
emoluments - welfare	local negotiations committees
evaluation procedures	

Provisions for the above instruments and processes of governing the profession exist on a piecemeal basis in the states. No state has instituted all of them. There is no federal legislation, except for social security, which undergirds the governance of the education profession.

Matters such as reciprocity in certification, retirement, and transfer of experience among states are nonexistent in law, although some agreements have been established for recognizing certification across state lines. Provision for interstate and national law and policy is almost totally lacking.

It is essential to establish legal and policy provisions within which the profession can operate in order for members to assume accountability. It is not possible, however, to anticipate all the provisions necessary for adequate governance. For example, it was assumed that the establishing of professional practices commissions would serve to protect and discipline educators in matters of alleged malpractice and unethical performance. Experience suggests

that a professional practices commission tends to handle only extreme or serious allegations. Regional panels are needed in most states to deal with remedial measures and minor infractions. It is also obvious that some state professional practices commissions are not functioning even though they have been established by law. Legislation alone cannot guarantee adequate governance.

Tenure legislation provides another illustration of law which has achieved only part of its intended purpose. Tenure is designed to provide protection for competent professionals against unfair or capricious dismissal, their competence having been established by thorough evaluation and screening during a period of years prior to the granting of tenure. The laws have provided for job protection but not for thorough evaluation and screening.

Laws can provide the opportunity for professional autonomy, but they do not guarantee that responsibilities will be carried out. A more adequate check-and-balance system must be developed for the profession, a system providing both internal and external assurance that the full intent of the law will be carried out.

Having argued that provisions should exist for implementing the law, it should be added that the legal undergirding needs also to be pliable so that it can be reshaped when necessary without cumbersome or excessively time-consuming processes. In fact, there should be periodic legal review of such laws. Certification, for example, is in great need of reform, but the process in most states for changing certification requirements is cumbersome. And the problem is not simply legal red tape. Sometimes, because standards have become so ingrained in attitude, mere modification of them seems as formidable as religious reformation.

Unless laws provide flexibility for the agency, board, or commission vested with the responsibility for some aspect of governance, they can easily

become outmoded and irrelevant. In education, the legal undergirding is just beginning to develop. Each time a new law is passed, another set of conditions develops, sometimes merely through the establishing of a new provision. Additions and modifications will always need to be made if the system of governance is to remain viable. When times or conditions change, provisions of governance must be alterable so that the profession is served by laws rather than the other way around.

Regulations exist in the states for only some of the essential legal aspects. All states have provisions for regulating standards and procedures of certification, accreditation or approval of college teacher education programs, and retirement. A few states (11) have passed professional practices acts, but only one state has a legally established professional standards board. The number of states enacting professional negotiations grows almost monthly.

Too little is known about the legal undergirding which exists or which is needed by the profession. A national inventory should be undertaken and a study should be made to recommend a model of essential legislation for the education profession. Some states have practically no established law for the governance of the profession and might benefit if a model practices act were developed, including essential elements in proper context. Experience in governance also needs to be cataloged. Gradually, precedents are being established in the various aspects of governance, and these need to be collected and interpreted. For example, professional practices commissions are establishing precedents about competence. As in law, the collection of significant judgments could establish precedents which lead to the development of legislated standards.

Conclusion

The assumption in this paper is that new considerations need to be added to existing professional concerns. If the education profession changes by making distinctions among practitioners in terms of training, experience, interest, aptitude, and responsibility, and if the range of salaries for teachers becomes greater, permitting and encouraging able people to stay in some form of teaching, then teaching will become a profession of a different character. It will have more stability and stature. And it should be in a better position to serve society and its members.

Such a new approach appears more realistic for attracting able prospective educators, for developing a more open system of entry into the profession, and for maintaining a quality membership.

It will not be easy to change from what the profession is now. It will be necessary to appeal to a minority for leadership, to establish and promote numerous pilot programs for illustrating and evaluating these ideas. The literature on educational manpower, school staffing, and governance will need to be developed substantially.

The National Commission on Teacher Education and Professional Standards, state TEPS commissions, and local TEPS committees will need to establish priorities and strategies for getting action. One place to begin is to consider the following questions:

1. To which issues should TEPS give highest priority?
2. To implement these priorities, what actions should be taken by:
    a. the National Commission on Teacher Education and Professional Standards?
    b. the National Education Association?

c. the Executive Committee of the Organization of State TEPS Chairmen and Consultants?

d. state TEPS commissions?

e. local TEPS committees and/or local education associations?

3. How can a sufficiently open attitude on the part of teachers, administrators, and laymen be established and maintained to make possible the needed changes?

4. How can negotiations agreements and new laws be designed to facilitate rather than hamper reforming the profession?

Dealing with all of these issues will be difficult, requiring time, integrity, and patience. The job is ours--if we choose to take it. If we do not, it will be done for us by someone else--likely with less sensitivity to our needs as individuals and organizations and to pupils and society.

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